



Department of
Children's Services

REPORT TO GOVERNOR BILL LEE
AND
THE CHIEF CLERKS OF THE SENATE AND HOUSE OF REPRESENTATIVES

PURSUANT TO PUBLIC CHAPTER 1005

January 31, 2021

Submitted by Tennessee Department of Children's Services
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Report Prepared by
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in cooperation with
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Introduction

Public Chapter 1005, effective July 1, 2016, requires the Commissioner of the Department of Children's Services to report to the Governor, the chief clerk of the senate, and the chief clerk of the House of Representatives on probation and juvenile justice evidence-based treatment services by January 31 of each year for the previous fiscal year. This report complies with that requirement for the July 1, 2019 to June 30, 2020, Fiscal Year.

PC1005 specifically requests that the report contain the following:

- Probation information
 - The number of children served by state probation.
 - The number of children served by county probation as reported to the department in § 37-1-506(b).
 - The average daily cost per child served by state probation.
- Custodial information
 - The total number of children in juvenile justice placements.
 - The number of children placed in community placements.
 - The number of children placed in youth development center/hardware secure.
 - The average daily cost per child placed in a community placement.
 - The average daily cost per child placed in a youth development center/hardware secure.
- Evidence-based services information
 - The number of children receiving evidence-based treatment services.
 - The percentage of treatment services that are evidence-based.
 - The number of children receiving prevention services.
 - The number of children receiving evidence-based prevention services.
 - A list of juvenile courts receiving prevention grants or other prevention funding from the department, the amount of funding received, and the percentage of funding being used for evidence-based prevention services.
- Recidivism and system penetration information
 - The number of children receiving probation services who entered state custody.
 - The recidivism rate for children receiving state probation services.
 - The recidivism rate for children receiving county probation services.
 - The recidivism rate for children not receiving probation services.
 - The recidivism rate for children receiving any probation services.

Juveniles Adjudicated Delinquent in Tennessee- Probation Information

T.C.A. § 37-1-131 (a)(2)(A)(i) provides that, after a finding of delinquency, the court may place a youth “under the supervision of the probation officer of the court or the Department of Children's Services (DCS), any person, or persons or agencies designated by the court, or the court of another state as provided in § 37-1-143”.

Probation services in Tennessee are primarily provided in four ways: (1) Local Probation – services funded and provided by local juvenile courts; (2) State Probation - non-custodial supervision services supervised by DCS employees, (3) Grant-funded probation - services supported by DCS-funded grants and (4) Private Probation Agencies- juvenile courts refer juvenile probationers, at the youth/family's expense, to selected private probation agencies for non-custodial supervision services.

For FY 2020, 58 of the 98 juvenile courts (59%) in Tennessee reported providing, locally-funded county probation services, to youth adjudicated delinquent. Thirty-two (32) juvenile courts reported no local court probation while 8 juvenile courts did not submit data for this report.

Of the 32 courts that did not provide county probation services to youth adjudicated delinquent, 30 sent youth to state probation and two (2) courts (Hawkins and Union) contracted with a private provider for juvenile probation. (see Appendix A for a table showing the probation services available and used by each county/court.)

Except where noted, the data provided in this report relates only to youth adjudicated for delinquent offenses in one of the 98 juvenile courts in Tennessee or a subset of such youth.

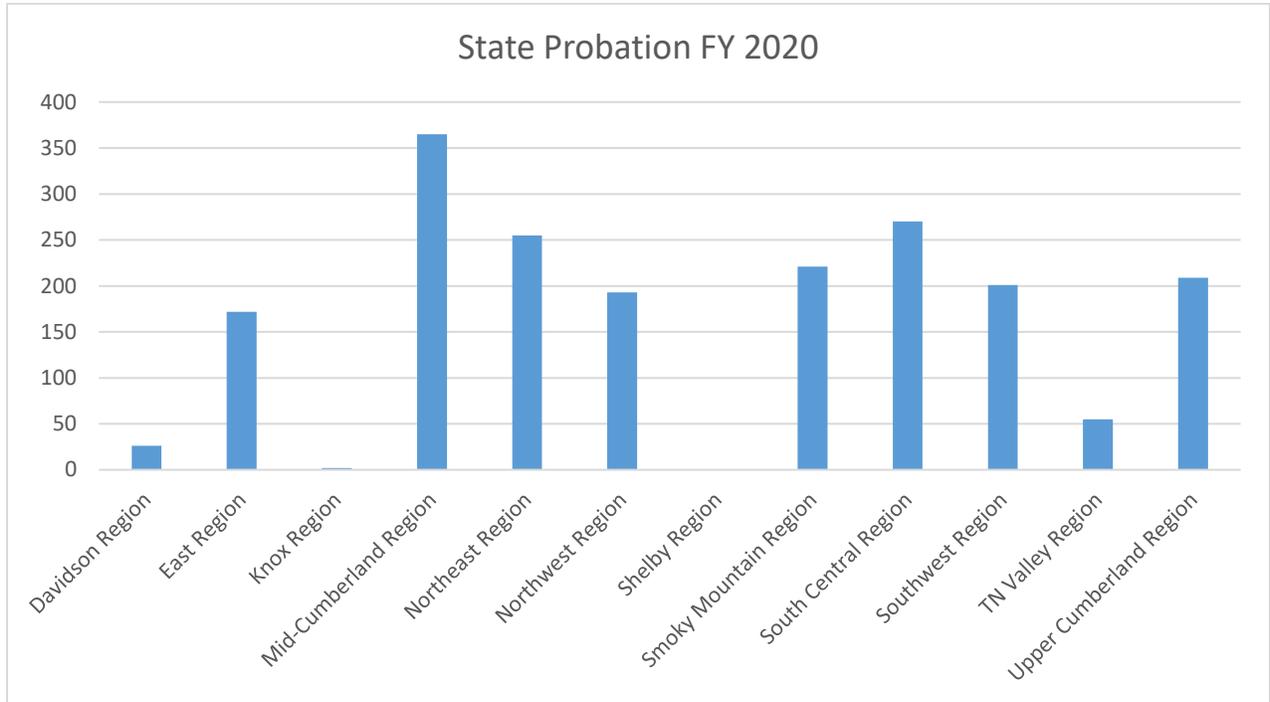
Youth Served by State Probation

Probation services are provided as preventive measures to divert delinquent youth from entering state custody. State probation services are provided in all 95 counties; but the numbers are low to none for Davidson, Shelby, Knox and Hamilton counties because those courts employ probation officers. DCS Juvenile Justice Family Service Workers (JJ FSWs) are responsible for supervising youth who have been placed on state probation by monitoring compliance with court ordered terms, addressing public safety, accountability for offenses and competency development. DCS JJ FSWs are charged with helping youth under their supervision to succeed in becoming law abiding, productive members of their community by:

- Ensuring court ordered stipulations (Rules of Probation) are followed;
- Utilizing the Child and Adolescent Needs and Strengths (CANS) assessment tool to determine the level of supervision and guide interventions;
- Empowering and engaging the youth and family in the development of an individualized non-custodial family permanency plan that will chart a “plan of action” on how the needs/concerns identified for the youth and family through assessments and information gathering will be addressed;
- Maintaining contact with youth, parents/guardians, school officials and service providers;
- Maintaining face-to-face contact with youth through home, school and/or office visits;
- Monitoring school attendance, behavior and grades;
- Conducting random drug screens, as needed;
- Working with local courts

A total of 1,969 individual youth adjudicated delinquent received state probation services during FY 2021. Figure 1 shows this total broken out by DCS region of adjudication. (See Appendix B for a breakdown by each county of adjudication).

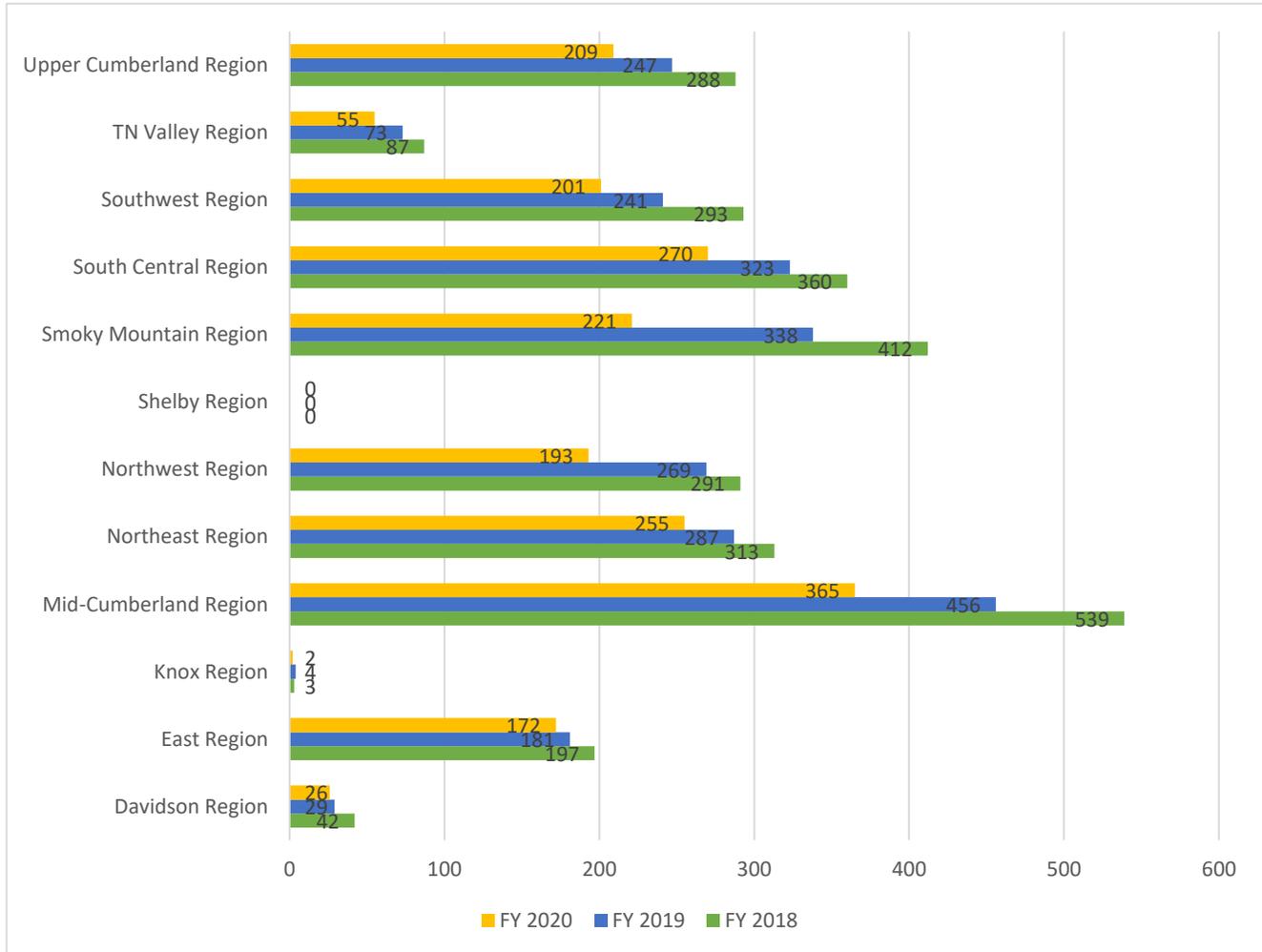
Figure 1: Youth Adjudicated Delinquent on State Probation in FY 2020 by DCS Region of Adjudication



Average Daily Cost per Child Served by State Probation

The cost of state probation services is primarily driven by personnel expenses for the staff that provides and supervises those services. DCS periodically collects random time samples from relevant staff to determine how their time is allocated. Using that data, the average daily cost per child for state probation services during FY2020 has been estimated at \$19.94.

Figure 2: Comparison of Youth Adjudicated Delinquent on State Probation in FYs 2018, 2019 and 2020 by DCS Region of Adjudication



Youth Served by County Probation

PC 1005, which requires DCS to provide this report, also amended Tennessee Code Annotated § 37-1-506 and instructs the clerk and/or Youth Service Officer (YSO) of each juvenile court operating county probation programs to furnish data on the youth served by those programs. Those data are to include the names and birthdates of all youth receiving county probation services and the length of probation for each. There is no other source of systematic, statewide data regarding locally-funded probation services.

In July 2020, pursuant to PC 1005, DCS asked each court to provide this information through their data sources they had available by September 1. DCS continued throughout the ensuing 4 months to collect data from all courts. Some courts did not submit the requested data but multiple attempts were made by DCS to ensure that all courts had every opportunity to submit data for inclusion in this report.

The quality and format of the data provided in response to the DCS request varied across the 60 courts that provide locally-funded county probation services to youth adjudicated delinquent. The data presented in Table 1 below shows youth adjudicated delinquent served by county probation anytime during FY 2020.

Table 1: Self Report - County Probationer Volume

Number of Youth Adjudicated delinquent on County Probation for FY 2020

Juvenile County Court	Youth Adjudicated Delinquent on County Probation	Juvenile County Court	Youth Adjudicated Delinquent on County Probation	Juvenile County Court	Youth Adjudicated Delinquent on County Probation	Juvenile County Court	Youth Adjudicated Delinquent on County Probation
Anderson	59	Giles*	N/A	Madison	33	Sullivan, Division I*	N/A
Bedford	55	Grainger*	N/A	Marion**	--	Sullivan, Division II	85
Benton	3	Greene *	N/A	Marshall	52	Sullivan, Division IV	47
Bledsoe*	N/A	Grundy**	--	Maury	65	Sumner	66
Blount	6	Hamblen**	--	McMinn	126	Tipton	22
Bradley**	--	Hamilton	129	McNairy	13	Trousdale	4
Campbell	31	Hancock*	N/A	Meigs*	N/A	Unicoi*	N/A
Cannon*	N/A	Hardeman	22	Monroe	57	Union*	N/A
Carroll	1	Hardin	3	Montgomery	224	Van Buren*	N/A
Carter	12	Hawkins*	N/A	Moore*	N/A	Warren*	N/A
Cheatham	13	Haywood	13	Morgan	2	Washington County	19
Chester	2	Henderson*	N/A	Obion*	N/A	Washington County-Johnson City	
Claiborne*	N/A	Henry	29	Overton*	N/A	Wayne	11
Clay*	N/A	Hickman	2	Perry*	N/A	Weakley	37
Cocke	34	Houston*	N/A	Pickett*	N/A	White*	9
Coffee	52	Humphreys	1	Polk	35	Williamson	N/A
Crockett	13	Jackson*	N/A	Putnam*	N/A	Wilson*	76
Cumberland	11	Jefferson*	N/A	Rhea**	--	TOTAL	N/A
Davidson	179	Johnson	3	Roane	12		2,500
Decatur*	N/A	Knox	119	Robertson	1		
DeKalb**	--	Lake	4	Rutherford	32		
Dickson	7	Lauderdale	43	Scott*	N/A		
Dyer	30	Lawrence*	N/A	Sequatchie*	N/A		
Fayette	5	Lewis**	--	Sevier	4		
Fentress*	N/A	Lincoln	58	Shelby	375		
Franklin	9	Loudon	45	Smith**	--		
Gibson	36	Macon	9	Stewart	55		

* These Juvenile Courts reported that no county probation was provided to youth adjudicated delinquent in FY 2020

** Data for this Juvenile Court were not submitted

Custodial Information

The juvenile court judge has the authority under T.C.A. § 37-1-137 to commit an adjudicated delinquent youth to state custody. Youth can be committed to DCS custody if they are 18 years old or younger. Commitment to DCS is subject to the restrictions in T.C.A. § 37-1-129(c) which, in part, provides that any order placing custody of a child with DCS empowers DCS to make all placement decisions according to determinations made by DCS employees, agents or contractors.

Per TCA § 37-1-137(a)(1)(A) and (B), a juvenile court may impose either (1) an indefinite-indeterminate sentence in which a child is committed to the custody of the department of children's services for treatment and rehabilitation for an indefinite period, up to age 19 or (2) a determinate period of time up to age 19 and the length of the commitment cannot be greater than the sentence for an adult convicted of the same crime, only when the youth:

- Has been tried and adjudicated delinquent in juvenile court for these serious offenses: first degree murder, second degree murder, rape, aggravated rape, rape of a child, aggravated rape of a child, aggravated sexual battery, kidnapping, especially aggravated kidnapping, aggravated robbery, especially aggravated robbery, aggravated arson, aggravated burglary, especially aggravated burglary, commission of an act of terrorism, carjacking, or violations of § 39-17-417(b),(i) or (j) or an attempt to commit such offenses or
- Has been previously adjudicated delinquent in three (3) felony offenses arising out of separate criminal episodes at least one (1) of which has resulted in institutional commitment to the department of children's services, or
- Is within six (6) months of the child's eighteenth birthday at the time of the adjudication of the child's delinquency.

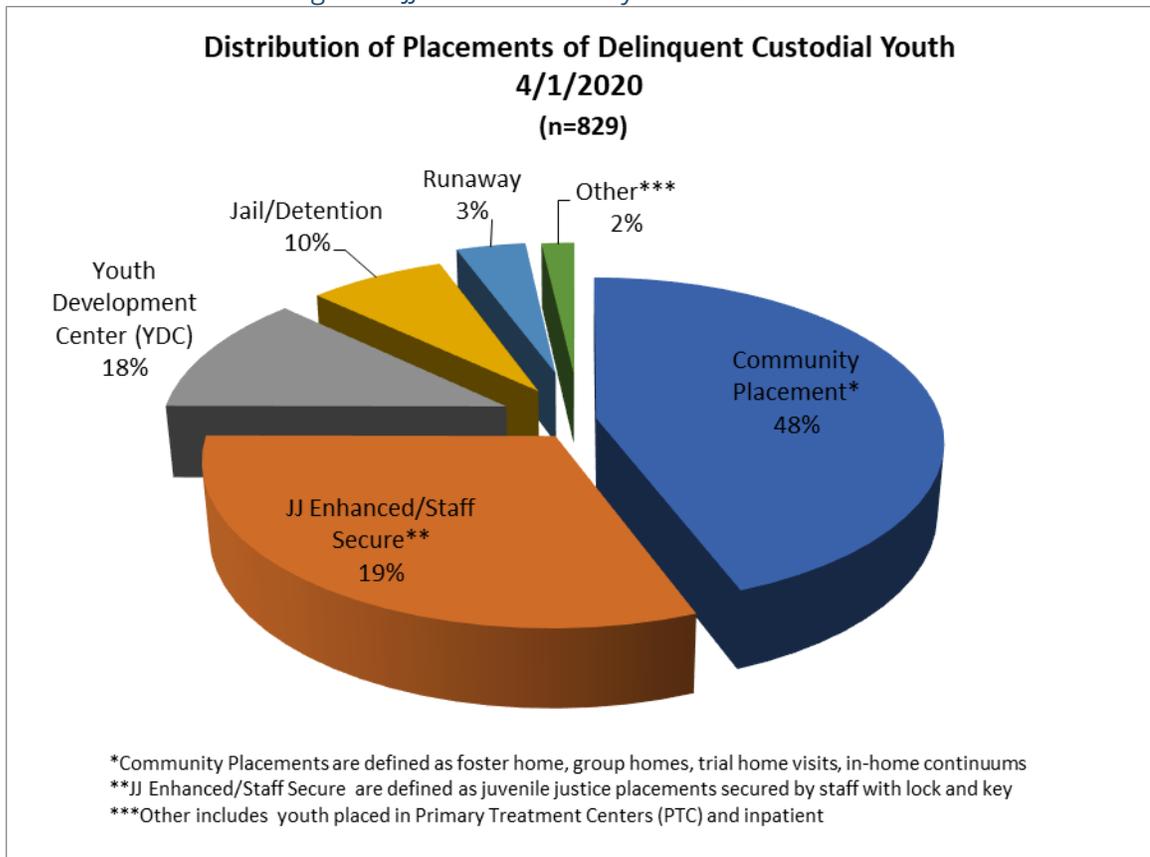
Once a youth is committed to state custody, a complex process guided by state law and DCS policies takes place in order to determine placement and services. Case management is provided by JJ FSW for delinquent youth placed in the custody of DCS. Once the youth completes treatment, permission to release the child must be approved by both the DCS Commissioner and juvenile court.

Youth in Juvenile Justice Placements

Residential services for delinquent youth in DCS' custody fall into three categories: Hardware Secure, Staff secure and Community-based. In FY2020, three facilities totaling 163 beds, provided hardware-secure residential placements with the highest level of supervision and restrictions on the behavior of the youth. For youth appropriate for staff secure residential placement or community setting, DCS contracts with 30 private service agencies for community-based placements at three levels of care varying in the degree of supervision provided.

The number of youths in residential placements fluctuates over the course of a fiscal year. In order to provide a representative count, April 1, 2020, was selected as a date in time that avoided holidays, variations associated with the school calendar, etc. The graph below shows the distribution of placements for custodial delinquent youth on that date. (See Figure 3)

Figure 3: JJ Youth in Custody on 4/1/2020



Average Daily Cost per Child in Community Placements

The average daily cost for a youth in community-based placement is specified by the approved rates paid to the providers. The average varies across the levels of supervision with Level 4 supervision the most costly and Level 2 the least costly.

Within a level of supervision, there is additional variation to accommodate specialized services, e.g., for youth with special needs. The range of daily rates within each level is as follows:

- Level 2: \$141.43
- Level 3: \$377.82
- Level 4: \$411.25

Youth in Youth Development Centers

One YDC and two hardware secure facilities were operating in FY2020: Wilder, Mountain View Academy for Young Men (Hardware Secure) and Hollis Residential Treatment Center (Hardware Secure for females). Of the 337 total youth served in YDC/Hardware Secure, 242 or 72% were in Wilder, 84 or 25% were in Mountain View and 11 or 3% were in Hollis Residential Treatment Center.

The number of beds available at each facility:

- Wilder: Maximum capacity maintained at 120
- Mountain View Academy for Young Men (Hardware Secure) is 32
- Hollis Residential Treatment Center (Hardware Secure) is 11

Cost per day per bed:

Wilder: \$407

Mt. View-Hardware Secure: \$495

Hollis Residential Treatment Center: \$495

Evidence-Based Services Information

Tennessee Code Annotated § 37-5-121 regarding evidence-based programs for the prevention, treatment or care of delinquent juveniles includes the following requirement:

The Department of Children's Services, and any other state agency that administers funds related to the prevention, treatment or care of delinquent juveniles, shall not expend state funds on any juvenile justice program or program related to the prevention, treatment or care of delinquent juveniles, including any service model or delivery system in any form or by any name, unless the program is evidence-based.

"Evidence-based" is defined as policies, procedures, programs, and practices demonstrated by scientific research to reliably produce reductions in recidivism or has been rated as effective by a standardized program evaluation tool.

DCS-Funded Evidence-Based Treatment Services

DCS-funded treatment services include those provided to youth in residential facilities (YDCs and community placements). In order to comply with the statute requiring evidence-based services, all contracts with private service providers include the requirement that vendors provide documentation verifying the utilization of Evidenced-Based Programming (EBP) throughout its service array.

Delinquent youth in DCS custody receive evidence-based treatment services either through contract provider placements or YDC placements. Some examples of evidence-based interventions currently provided by contract providers are: Functional Family Therapy (FFT), Cognitive Behavioral Therapy (CBT), Aggression Replacement Training (ART), Moral Recognition Therapy, and Thinking for a Change. The evidence-based interventions provided in the YDCs include: Aggression Replacement Training (ART), Cognitive-Behavioral Therapy (CBT), Structured Psychotherapy for Adolescents Responding to Chronic Stress (SPARCS) and Dialectical Behavior Therapy (DBT).

DCS-Funded Prevention and Intervention Services

The Office of Juvenile Justice (OJJ) provides funding to prevent youth from entering custody. Twenty-eight (28) grants totaling \$4.8M were awarded this year to juvenile courts and community agencies that serve youth at risk of entering state custody for delinquency, truancy and other status offenses; 3032 youth were served this year. 98% of youth served were diverted from state custody. Funded services include juvenile court intake, county probation, intensive probation, intensive aftercare, educational programs that provide an effective learning environment and a continuum-of-care for at-risk students.

In accordance with T.C.A. § 37-1-162, each year the OJJ distributes State Supplement grants to counties for the improvement of juvenile court services. This year, 89 Tennessee counties received state supplement funding.

The following are prevention and intervention services applied to status offenders and/or juveniles who have not yet been adjudicated for a delinquent offense but are deemed to be at risk to commit such offenses. In this regard, the youth served by the prevention and intervention services below differ from the other youth represented in this report, all of whom have been adjudicated delinquent.

1. Eight (8) Custody Prevention Grants:

Grantees under this classification offer program services for status and delinquent youth that include; case management, counseling, supervision, parenting classes, and other family services as deemed necessary.

- Benton, Blount, Bradley, Crockett, Knox, Rutherford and Tipton counties had custody prevention programs available
- A total of 369 youth served
- Eight (8) youth were placed in state custody, resulting in a diversion rate of 97.8%
- The cost per day, per youth in Custody Prevention Programs is an average of \$7.09²

2. Four (4) Child and Family Intervention Grants:

In recognition of the importance of the intake process in diverting youth from the juvenile justice system, OJJ provides prevention and/or intervention grants to juvenile courts to enhance the intake process. OJJ funds are used to completely or partially fund additional juvenile court personnel to conduct risk/needs assessments, mental health screenings and make referrals to community-based interventions.

These programs also serve youth who are at imminent risk of coming into state custody. These services include: county probation, counseling, case management and/or direct delivery of services, transportation, liaison for educational issues, and assistance working with court orders.

- Davidson, Madison, Montgomery and Stewart counties had Child and Family Intervention Programs available
- A total of 1260 youth served
- A total of 14 youth placed in state custody, resulting in a diversion rate 98.8%
- The cost per day, per youth in Child and Family Intervention Programs is an average of \$1.42².

3. Five (5) Truancy Prevention Grants:

These programs focus on decreasing truancy and improving academic performance by attendance monitoring, GED classes, and counseling. These programs utilize funds to employ a Truancy Specialist to keep abreast of youth experiencing truancy issues. Diverting juvenile offenders to diversion programs can keep less serious offenders from moving deeper into the juvenile justice system and allow the courts to save the most severe and costly sanctions for the most serious offenders.

- Decatur, Dyer, Henry, Lauderdale, and Sullivan counties had Truancy Prevention Programs available
- A total of 882 youth served
- No youth in a truancy program was committed to state custody, resulting in a diversion rate 100%
- The cost per day per youth for Truancy Programs is an average of \$0.91²

4. Three (3) Day Treatment/Education Grants:

Carroll Academy, Montgomery County Teen Learning Center, and Rutherford County Teen Learning Center provide educational and therapeutic day treatment services for delinquent youth who have been referred by the local courts. All of these youth are at high-risk for state custody commitment and these programs allow the youth to be educated and treated in their communities. In addition to providing DOE approved education services, these programs provide a therapeutic component utilizing cognitive behavioral intervention, with focus on life skills development, drug and alcohol education/counseling, and anger management. Referrals to these programs are under the supervision of the juvenile court as well as local schools.

- Benton, Carroll, Henderson, Henry, Montgomery, Rutherford, and Weakley county youth had access to a Day Treatment/Education program
- A total of 195 youth served
- One (1) youth receiving day treatment services were placed into state custody, resulting in a diversion rate of 99.4%
- The cost per day, per student to attend a Day Treatment/Education Program is an average of \$21.62²

5. Two (2) Aftercare Grants:

OJJ strives to prevent re-entry into state custody by providing funding to community-based aftercare programs that help youth and their families adjust to re-unification. These programs offer intensive wrap around case management, treatment services and are designed to manage difficult cases related to mental health issues and/or drug and alcohol abuse.

OJJ contracts with Helen Ross McNabb to administer the EXIT program to work with youth who were adjudicated delinquent, committed to state custody and who will be returning home to live in Knox County or the East TN regional area.

Another aftercare program funded by OJJ is the Reunion program administered by Quinco Mental Health Center. Youth served by this program generally return to the community from a DCS YDC. Youth are identified as eligible for the REUNION program from the time they are eligible to be released from a DCS placement.

In FY 2020, aftercare services were provided to a total of 78 youth with a diversion rate of 95% (4 youth re-committed to state custody). Cost per day per youth for the Aftercare Programs is an average of \$15.62².

²For services funded by DCS grants, the average daily cost per child served can be calculated by dividing the amount of the grant by the total number of service days to the youth served. Note, however, that this figure is based on the grant funds provided by DCS. Local courts supplement this amount with additional resources so the total average daily cost including the local contribution is more than the cost amounts stated here, but local expense data are not available so the total cost per child cannot be estimated.

Table 2 below shows the DCS-funded prevention and intervention programs in FY2020, the counties served, the number of youths served as provided via the grantees' Annual Reports and the contract amounts.

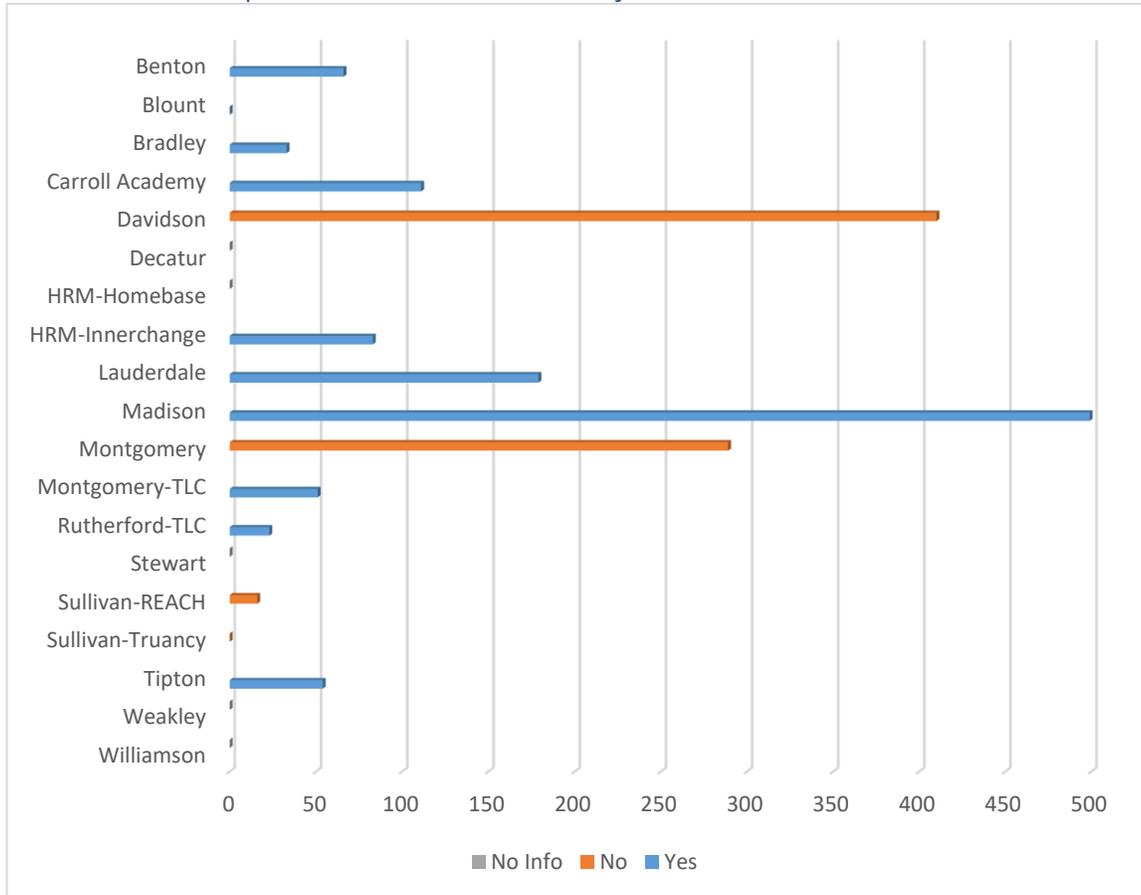
Table 2: DCS-Funded Prevention and Intervention Grants

*No annual report received from grantee, total youth served based on last received monthly report

Counties Served	Type of Grant and Vendor	Number of Youth Served	FY2018 Contract Amount
Custody Prevention			
Crockett	Alamo Board of Education	35	\$54,817
Benton	Benton County Juvenile Court	66	\$92,617
Blount	Blount County Juvenile Court	13	\$98,668
Bradley	Bradley County Juvenile Court	33	\$66,581
Crockett	Crockett County Schools (Crockett Academy)	40	\$68,520
Knox	Knox County Juvenile Court (Inner Change)	83	\$183,392
Rutherford	Rutherford County Juvenile Court	45	\$46,448
Tipton	Tipton County Juvenile Court	54	\$343,970
	Total-Custody Prevention	369	\$955,013
Child and Family Intervention			
Davidson	Davidson County Juvenile Court	410	\$433,940
Madison	Madison County Juvenile Court	499	\$135,375
Montgomery	Montgomery County Juvenile Court	289	\$70,929
Stewart	Stewart County Juvenile Court	62	\$14,607
	Total-Child & Family	1,260	\$654,851
Truancy Prevention			
Decatur	Decatur County Juvenile Court	75	\$54,817
Dyer	Dyersburg City Schools	92	\$68,520
Henry	Henry County Board of Education	378	\$48,917
Lauderdale	Lauderdale County Juvenile Court	16	\$68,571
Sullivan	Sullivan County Juvenile Court	321	\$53,720
	Total-Truancy Prevention	882	\$294,545
Day Treatment/Education			
Carroll, Benton, Weakley, Henry and Henderson	Carroll County Juvenile Court (Carroll Academy)	121	\$643,884
Montgomery	Montgomery County Juvenile Court	51	\$422,082
Rutherford	Rutherford County Juvenile Court	23	\$417,696
	Total-Day Treatment/Education	195	\$1,538,479
Aftercare Programs			
Anderson, Blount, Campbell, Cocke, Claiborne, Grainger, Hamblen, Jefferson, Knox, Loudon, Morgan, Monroe, Roane, Scott, Sevier, Union	Helen Ross McNabb (EXIT Program)	58	\$296,493
Chester, Decatur, Fayette, Hardeman, Hardin, Haywood, Henderson, Lauderdale, Madison, McNairy, Tipton	Quinco Mental Health (Reunion Program)	20	\$148,208
	Total-Aftercare Programs	78	\$444,701
	Total	3,032	\$4,843,059

Figure 4 below shows the nineteen (19) juvenile court programs, for which funding is directly provided to the respective juvenile court. The number of clients served in and the evidence-based qualification of the services are illustrated below.

Figure 4: Juvenile Court Prevention & Intervention Programs
Self-Report: Clients Served via Directly Provided Evidence-Based Services SFY 2020



DCS also funds intervention services that include adjudicated delinquents with the aim of preventing further delinquent activity that could result in state custody.

7. Six (6) Community Intervention Services (CIS) Grants:

DCS provides grants to six service providers that deliver intensive probation services, case management, and counseling for delinquent youth who have violated county and/or state probation. The goal of CIS grantees is to reduce the number of commitments to DCS by keeping these delinquent youth in their home and community by providing a blend of intensive supervision and treatment.

- Claiborne, Clay, Cocke, Cumberland, DeKalb, Fentress, Franklin, Grainger, Greene, Hamblen, Jackson, Jefferson, Knox, Macon, Marion, McMinn, Meigs, Overton, Pickett, Rhea, Smith, Sullivan, Warren and Williamson counties had Community Intervention Services available
- A total of 248 youth served
- A total of 27 youth placed in state custody, resulting in a diversion rate of 89%
- The average cost per day for CIS supervised youth is \$10.55²

As noted above, DCS provides grants for intensive county probation services to some juvenile courts and Human Resource Agencies. FY 2020 grants and the number of youths served are itemized in Table 3.

Table 3: DCS-Funded Community Intervention Services Grants for Intensive Probation

Grant Recipient	Number of Youth Served	Counties Served	Grant Amount
East TN Human Resource Agency	23	Claiborne, Cocke, Grainger, Hamblen, Jefferson	\$146,712
Helen Ross McNabb Center (Home Base)	32	Knox, Greene, Washington, & part of Sullivan County	\$266,782
Southeast TN HRA	37	Franklin, Marion, McMinn, Meigs, & Rhea	\$101,064
Sullivan County Juvenile Court (Project REACH)	16	Sullivan	\$57,494
Upper Cumberland HRA	67	Clay, Cumberland, Dekalb, Fentress, Jackson, Macon, Overton, Pickett, Smith, Warren	\$191,418
Williamson County Juvenile Court	73	Williamson	\$192,000
Total	248		\$955,470

Multi-Systemic Therapy (MST)/Multi-Systemic Therapy-Emerging Adults (MST-EA)

In October 2017, DCS and Youth Villages entered into a 5 year, 15-million-dollar contract to provide intensive in-home services and assessment through the Multisystemic Therapy (MST) Program, as well as providing an MST adaptation for older youth called MST for Emerging Adults (MST-EA). These programs are in place to reduce delinquent commitments to DCS statewide, increase the use of evidence-based practices in Tennessee's juvenile justice system and reduce the recidivism rate of youth involved with the court and DCS.

DCS receives MST/MST-EA referrals from internal staff and juvenile court officials on youth ages 12-18 that are at-risk of court involvement for delinquent behavior or out of the home placement in detention. In addition, referrals are made for youth who are returning home from state's custody to prevent recommitment.

Each youth and family receive services from a therapist who works directly with the youth and family in the family home and is available 24 hours a day. Therapists work with the families on current behaviors and provide goal directed services including but not limited to: increasing family affection, decreasing association with deviant peers, increasing pro-social peers, engaging youth/family in positive recreational activities, improving school attendance and performance and aiding the family in meeting concrete needs such as housing, medical care and other resources.

From October 1, 2017 through August 31, 2020, 859 youth and young adults were served through the Multisystemic Therapy (MST) and MST for Emerging Adults (MST-EA) contract.

MST, which has served 803 youth to date, has generated a success rate at discharge for this period of 87%, defined by those youth living successfully at home or living independently (note that this includes only youth who received a minimum of 60 days of services).¹ At one year post-discharge, follow-up surveys conducted show the following outcomes:

- 89% living with family/independently;
- 95% in school, graduated, or employed;
- 89% no trouble with the law

In addition, 95% of families reported they were satisfied with MST services.

The MST-EA team, which has served 56 young adults, has produced 51 discharges; of those who received at least 60 days of service, 41 out of 44 discharged successfully defined by those youth living successfully at home or living independently.² Due to small sample size and longer length of stay for the MST-EA program, there is not yet enough data to report on one year post-discharge outcomes.

¹The total number of discharges during this time was 752; 135 youth discharged prior to 60 days of services and is therefore not included in the success rate.

²Note that 7 of the 51-youth discharged prior to 60 days of services and are therefore not included in the success rate.

Recidivism and System Penetration Information

The ultimate goal of a juvenile justice system is to provide such effective behavior change interventions and supervision to juvenile offenders that they engage in no further delinquent behavior. Recidivism rates, which is the proportion of such treated offenders who reoffend, is, therefore, the preeminent indicator of the performance of a juvenile justice system. The lower the recidivism rate, all else equal, the more effective the juvenile justice system has been for both enhancing public safety and improving the life trajectories of the youth involved.

However, recidivism is a more complex concept than it appears on the surface. First, recidivism is only a meaningful indicator of successful intervention with a juvenile offender if that offender is actually at risk to reoffend. Many of the youth who enter the juvenile justice system have made mistakes common to many adolescents and are unlikely to reoffend irrespective of juvenile justice intervention. Indeed, there is some evidence that juvenile justice intervention can make the outcomes for low-risk youth worse instead of better. Low recidivism rates for juveniles with little risk to reoffend say nothing about the performance of the juvenile justice system for reducing delinquency.

To be informative, therefore, recidivism rates must be interpreted in the context of the risk levels of the juveniles involved. They are most meaningful for high-risk offenders when they indicate less reoffending after juvenile justice intervention than would have been expected to occur without that intervention. Risk assessment instruments, such as those used by DCS, can differentiate youth according to their risk for further delinquency, but the results of such assessments are not available comprehensively across the state for the youth adjudicated in the local courts.

A further complication in calculating recidivism rates is that there are different indicators of recidivism that carry different kinds of information. To get the best indication of the delinquent offenses youth actually engage in, researchers use confidential interviews that ask about such behavior whether or not it came to the attention of authorities. Collecting recidivism data routinely that way is not practical for a juvenile justice system but measuring recidivism by re-arrest or recorded police contact at the law enforcement level comes closest to representing the actual delinquent behavior of the youth involved. When examined in relation to the risk for reoffending of those juveniles, re-arrest recidivism is the most direct indicator of the performance of the juvenile justice system.

Other recidivism indicators move even further away from youths' actual delinquent behavior and pick up more information about the system's response to that behavior. Recidivism measures restricted to re-adjudication, probation supervision, and state custody as subsequent events following initial system processing, for example, are indicators of this type. Though indicating that new offenses have been committed and possibly their severity, these are also indicators of the extent of system penetration resulting from those offenses—something that can be as much a function of how the system handles new offenses as it is of youths' actual delinquent behavior.

Recidivism Rates for Tennessee Juvenile Justice

In this context, it must be recognized that, because Tennessee does not have a consolidated court system, no re-arrest data are produced and compiled statewide, nor are there associated risk assessment data collected prior to recidivism. As a result, it is not possible to report recidivism in the way that is most informative about system performance. The only recidivism data available for delinquent youth at the state level are indicators of DCS involvement after some form of prior involvement with DCS services. That recidivism data, therefore, is limited to a relatively high degree of system penetration and is limited to delinquent youth known to DCS via DCS's own data system (TFACTS).

The population for the Juvenile Justice System Penetration Report below (Table 4) consists of youth who receive State probation and entered custody with an adjudication of delinquency, or were committed to the TN Department of Corrections, subsequent to the end of State probation. The measure looks at penetration event at one (1) year. Hamilton and Shelby County are not included because no youth from those counties received state probation services. The category designated Out-of-state refers to the 147-youth served on state probation in FY 2019 adjudicated by out of state courts.

Table 4: Juvenile Justice System Penetration Regional Summary

Youth Exiting State Probation in State Fiscal Year 2020
 Report Generated Date: 12/8/2020

Court Region	Court County	Total Youth Exiting NC Services	Youth entering Within One Year
Davidson Region	Davidson	22	2
Region Subtotals		25	2
East Tennessee Region	Anderson	21	0
	Campbell	7	0
	Loudon	10	0
	Monroe	23	1
	Morgan	4	0
	Roane	7	0
	Scott	21	0
	Union	3	0
Region Subtotals		96	1
Knox Region	Knox	1	0
Region Subtotals		1	0
Mid Cumberland Region	Cheatham	4	0
	Montgomery	60	4
	Robertson	6	2
	Rutherford	76	1
	Sumner	105	3
	Trousdale	1	0
	Williamson	27	1
	Wilson	160	1
Region Subtotals		439	12
Northeast Region	Carter	11	0
	Greene	27	1
	Hancock	5	0
	Hawkins	3	0
	Johnson	7	0
	Sullivan	130	6
	Unicoi	17	0
	Washington	32	0

Region Subtotals		232	7
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Court Region	Court County	Total Youth Exiting NC Services	Youth entering Within One Year
Northwest Region	Benton	3	0
	Carroll	2	0
	Crockett	3	0
	Dickson	24	0
	Dyer	14	0
	Gibson	36	4
	Henry	8	0
	Houston	5	0
	Humphreys	5	0
	Lake	2	0
	Obion	35	0
	Stewart	1	0
	Weakley	5	0
Region Subtotals		143	4
Smoky Mountain Region	Blount	79	0
	Claiborne	20	1
	Cocke	28	0
	Grainger	1	0
	Hamblen	42	2
	Jefferson	31	1
	Sevier	98	1
Region Subtotals		299	5
South Central Region	Bedford	45	5
	Coffee	25	0
	Franklin	11	1
	Grundy	14	0
	Hickman	6	0
	Lawrence	9	0
	Lewis	2	0
	Lincoln	17	1
	Marshall	28	1
	Maury	24	1
	Moore	1	0
	Perry	3	0
Wayne	4	0	
Region Subtotals		189	9

Court Region	Court County	Total Youth Exiting NC Services	Youth entering Within One Year
Southwest Region	Chester	12	0
	Fayette	17	0
	Hardeman	20	1
	Hardin	11	0
	Haywood	4	0
	Henderson	8	2
	Lauderdale	29	0
	Madison	13	2
	McNairy	20	1
	Tipton	21	2
Region Subtotals		155	8
TN Valley Region	Bradley	17	1
	Marion	8	0
	McMinn	26	0
	Polk	3	0
	Rhea	1	0
	Sequatchie	2	0
Region Subtotals		57	1
Out-of-state	Out-of-state	147	2
Region Subtotals		145	4
Upper Cumberland Region	Cannon	4	0
	Clay	1	0
	Cumberland	34	0
	DeKalb	17	0
	Fentress	15	0
	Jackson	6	0
	Macon	24	2
	Overton	3	0
	Pickett	3	0
	Putnam	101	2
	Smith	1	0
	Van Buren	1	0
	Warren	52	6
	White	14	1
Region Subtotals		276	14
Statewide Totals		2,056	65

Table 4 above shows 3% of youth exiting State Probation in FY 2020 entered custody with an adjudication of delinquency or were committed to the TN Department of Corrections within one (1) year.

Table 5 below, shows as of June 30, 2020, 1,246 delinquent youth have exited custody since July 1, 2019. Of the delinquent youth that exited custody, 147 or 11.8% re-entered custody within 12 months.

Table 5: Delinquent Youth Re-entries by County

County	Delinquent		
	Exits FY 2019	Reentries w/in 12	Rate
ANDERSON	23	1	4.35%
BEDFORD	19	6	31.58%
BENTON	0	0	0%
BLEDSON	1	0	0%
BLOUNT	6	0	0%
BRADLEY	15	1	6.67%
CAMPBELL	1	0	0%
CANNON	0	0	0%
CARROLL	1	0	0%
CARTER	5	0	0%
CHEATHAM	11	0	0%
CHESTER	0	0	0%
CLAIBORNE	7	2	28.57%
CLAY	1	0	0%
COCKE	12	3	25%
COFFEE	5	0	0%
CROCKETT	1	0	0%
CUMBERLAND	16	4	25%
DAVIDSON	106	18	16.98%
DECATUR	0	0	0%
DEKALB	9	0	0%
DICKSON	4	1	25%
DYER	9	0	0%
FAYETTE	7	1	14.29%
FENTRESS	5	1	20%
FRANKLIN	14	3	21.43%
GIBSON	33	10	30.30%
GILES	8	0	0%
GRAINGER	3	0	0%
GREENE	18	1	5.56%

County	Exits FY 2019	Reentries w/in 12	Rate
GRUNDY	1	0	0%
HAMBLEN	40	4	10%
HAMILTON	63	7	11.11%
HANCOCK	6	0	0%
HARDEMAN	4	0	0%
HARDIN	1	0	0%
HAWKINS	13	2	15.38
HAYWOOD	4	1	25%
HENDERSON	11	0	0%
HENRY	2	0	0%
HICKMAN	1	0	0%
HOUSTON	1	0	0%
HUMPHREYS	3	0	0%
JACKSON	5	0	0%
JEFFERSON	8	1	12.50%
JOHNSON	0	0	0%
KNOX	35	7	20%
LAKE	2	0	0%
LAUDERDALE	5	0	0%
LAWRENCE	8	1	12.50%
LEWIS	4	1	25%
LINCOLN	12	1	8.33%
LOUDON	5	0	0%
MACON	16	3	18.75%
MADISON	29	5	17.24%
MARION	2	0	0%
MARSHALL	21	1	4.76%
MAURY	13	0	0%
MCMINN	30	4	13.33%
MCNAIRY	4	1	25%
MEIGS	0	0	0%
MONROE	10	0	0%
MONTGOMERY	44	5	11.36%
MOORE	0	0	0%
MORGAN	0	0	0%
OBION	0	0	0%
OVERTON	5	1	20%
PERRY	0	0	0%
PICKETT	0	0	0%
POLK	1	0	0%
PUTNAM	10	1	10%

County	Exits FY 2019	Reentries w/in 12	Rate
RHEA	10	0	0%
ROANE	8	1	12.50%
ROBERTSON	16	3	18.75%
RUTHERFORD	15	0	0%
SCOTT	2	0	0%
SEQUATCHIE	2	0	0%
SEVIER	11	0	0%
SHELBY	213	17	7.98%
SMITH	6	0	0%
STEWART	2	1	50%
SULLIVAN	44	11	25%
SUMNER	41	4	9.76%
TIPTON	16	1	6.25%
TROUSDALE	2	0	0%
UNICOI	0	0	0%
UNION	1	0	0%
VANBUREN	2	0	0%
WARREN	26	4	15.38%
WASHINGTON	10	1	10%
WAYNE	8	0	0%
WEAKLEY	4	1	25%
WHITE	14	3	21.43%
WILLIAMSON	22	1	4.55%
WILSON	12	1	8.33%
(blank)			
Grand Total	1,246	147	11.80%

Appendix A

County/Court	Provided supervised County probation to youth adjudicated Delinquent in FY2020	Did not provide supervised County probation to youth adjudicated Delinquent in FY2020	State Probation was available in FY2020	Had access to additional DCS funded probation services via grants in FY2020	Juvenile County Probation handled by private agency in FY2020
98 juvenile courts - 26 courts with no Juvenile County Probation for youth adjudicated Delinquent = 62 courts expected to report data; 90% compliance achieved.					
Anderson	X		X		
Bedford	X		X		
Benton	X		X		
Bledsoe		X	X		
Blount	X		X	Home Base	
Bradley	X		X	Juvenile Court grant	
Campbell	X		X		
Cannon		X	X		
Carroll	X		X	Juvenile Court grant	
Carter	X		X		
Cheatham	X		X		
Chester	X		X		
Claiborne		X	X	ETHRA	
Clay		X	X	UCHRA	
Cocke	X		X	ETHRA	
Coffee	X		X		
Crockett	X		X	Juvenile Court grant	
Cumberland	X		X	UCHRA	
Davidson	X		X	Juvenile Court grant	
Decatur		X	X	Juvenile Court grant	
DeKalb	No Data received		X	UCHRA	
Dickson	X		X		
Dyer	X		X		
Fayette	X		X		
Fentress		X	X	UCHRA	
Franklin	X		X	SETHRA	
Gibson	X		X		
Giles		X	X		
Grainger		X	X	ETHRA	
Greene		X	X	Home Base	
Grundy	No Data received		X		
Hamblen	No Data received		X	ETHRA	
Hamilton	X		X		
Hancock		X	X		

County/Court	Provided supervised County probation to youth adjudicated Delinquent in FY2020	Did not provide supervised County probation to youth adjudicated Delinquent in FY2020	State Probation was available in FY2020	Had access to additional DCS funded probation services via grants in FY2020	Juvenile County Probation handled by private agency in FY2020
Hardeman	X		X		
Hardin	X		X		
Hawkins		X	X		Alternative Judicial Services
Haywood	X		X		
Henderson		X	X		
Henry	X		X		
Hickman	X		X		
Houston		X	X		
Humphreys	X		X		
Jackson		X	X	UCHRA	
Jefferson		X	X	ETHRA	
Johnson	X		X		
Knox	X		X	Home Base and Innerchange	
Lake	X		X		
Lauderdale	X		X	X	
Lawrence		X	X		
Lewis	No Data received		X		
Lincoln	X		X		
Loudon	X		X		
Macon	X		X	UCHRA	
Madison	X		X	Juvenile Court grant	
Marion	No Data received		X	SETHRA	
Marshall	X		X		
Maury	X		X		
McMinn	X		X	SETHRA	
McNairy	X		X		
Meigs		X	X	SETHRA	
Monroe	X		X		
Montgomery	X		X	Juvenile Court grant	
Moore		X	X		
Morgan	X		X		
Obion		X	X		
Overton		X	X	UCHRA	
Perry		X	X		
Pickett		X	X	UCHRA	
Polk	X		X		
Putnam		X	X		

County/Court	Provided supervised County probation to youth adjudicated Delinquent in FY2020	Did not provide supervised County probation to youth adjudicated Delinquent in FY2020	State Probation was available in FY2020	Had access to additional DCS funded probation services via grants in FY2020	Juvenile County Probation handled by private agency in FY2020
Rhea	No Data received		X	SETHRA	
Roane	X		X		
Robertson	X		X		
Rutherford	X		X	Juvenile Court grant	
Scott		X	X		
Sequatchie		X	X		
Sevier	X		X		
Shelby	X		X		
Smith	No Data received		X	UCHRA	
Stewart	X		X	Juvenile Court grant	
Sullivan, Division I		X	X		
Sullivan, Division II Kingsport	X		X	Juvenile Court grant (Project Reach)	
Sullivan, Division IV City of Bristol	X		X		
Sumner	X		X		
Tipton	X		X	Juvenile Court grant	
Trousdale	X		X		
Unicoi		X	X		
Union		X	X		ETHRA
Van Buren		X	X		
Warren		X	X	UCHRA	
Washington	X		X		
Washington-Johnson City	X		X		
Wayne	X		X		
Weakley	X		X	Juvenile Court grant	
White		X	X		
Williamson	X		X	Juvenile Court grant	
Wilson		X	X		

Appendix B

Youth Adjudicated Delinquent on State Probation by County of Adjudication
July 1, 2019 - June 30, 2020 (n=1,969)

Adjudication County	Youth Adjudicated Delinquent on State Probation	Adjudication County	Youth Adjudicated Delinquent on State Probation	Adjudication County	Youth Adjudicated Delinquent on State Probation
Anderson	54	Hamilton	0	Morgan	4
Bedford	58	Hancock	9	Obion	55
Benton	3	Hardeman	34	Overton	3
Bledsoe	1	Hardin	12	Perry	0
Blount	39	Hawkins	21	Pickett	2
Bradley	13	Haywood	20	Polk	4
Campbell	15	Henderson	4	Putnam	8
Cannon	8	Henry	9	Rhea	0
Carroll	5	Hickman	5	Roane	9
Carter	12	Houston	3	Robertson	10
Cheatham	3	Humphreys	4	Rutherford	93
Chester	16	Jackson	1	Scott	26
Claiborne	27	Jefferson	18	Sequatchie	9
Clay	5	Johnson	10	Sevier	74
Cocke	42	Knox	2	Shelby	0
Coffee	29	Lake	5	Smith	3
Crockett	7	Lauderdale	28	Stewart	4
Cumberland	38	Lawrence	18	Sullivan	120
Davidson	26	Lewis	5	Sumner	96
Decatur	11	Lincoln	23	Tipton	14
DeKalb	27	Loudon	14	Trousdale	0
Dickson	13	Macon	14	Unicoi	29
Dyer	39	Madison	37	Union	15
Fayette	7	Marion	5	Van Buren	1
Fentress	22	Marshall	38	Warren	66
Franklin	26	Maury	21	Washington	30
Gibson	38	McMinn	23	Wayne	16
Giles	20	McNairy	18	Weakley	8
Grainger	1	Meigs	0	White	11
Greene	24	Monroe	35	Williamson	41
Grundy	7	Montgomery	85	Wilson	37
Hamblen	20	Moore	4	Total	1,969